

Revised Draft
September 30, 1944

Departmental Order

CREATION OF AN OFFICE OF FOREIGN INTELLIGENCE

Purpose. In the formulation and execution of foreign policy it is essential that information be obtained from thoroughly developed sources, be systematically and efficiently organized and distributed, be correlated and analyzed, and incorporated in reports for use by the geographical and functional offices of the Department. These activities must to a certain extent be performed by the geographical and functional offices and divisions.

However, from the standpoint of the Department as a whole, the conduct of these activities solely by geographical and functional divisions does not provide: (a) an opportunity to conduct analyses of large masses of information which could be made available; (b) a place in which analysis can be conducted from an over-all Departmental point of view; (c) a central location to which policy makers may turn for the accumulated data and knowledge on subjects which cut across the fields of work of the several divisions; (d) a locus for coordination with other agencies, and (e) adequate supervision of these research activities because of pressure of operating and policy responsibilities.

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The problems in international affairs which confront the United States are of such complexity and magnitude that the Department of State must equip itself to handle systematically and with despatch the voluminous flow of information that must support intelligent solution of these problems. Therefore, the research facilities of the Department are being extended under central direction. Provision of such central facilities will supplement, not supplant, the high level research of the geographical and functional offices and divisions.

"Intelligence" is used in this Order generically to refer to the entire process of acquiring and correlating facts upon which policy decisions can be based. It includes the collection of detailed or spot information, and the correlation, analysis, review and presentation of facts in summary reports.

"Information", as used in this Order, refers to informational material prior to its evaluation and correlation.

1. Creation of the Office of Foreign Intelligence.

There is hereby created an Office of Foreign Intelligence which shall function under the general direction of the Under Secretary.

Within

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Within the scope of functions more specifically described below, the Office of Foreign Intelligence shall be responsible for planning a coordinated foreign intelligence and research program for the Department and providing a service for the collection, evaluation, analysis and dissemination of such foreign intelligence as is essential to the Department's operations.

2. Organization of the Office. The Office of Foreign Intelligence shall consist of the following:

(a) Intelligence Planning Staff. The Intelligence Planning Staff, under the immediate direction of the Director, shall have responsibility for determining the foreign intelligence requirements of the Department and the means for meeting these requirements, and for developing broad and specific policies for the control and guidance of the Office. This shall be done in close and continuous collaboration with the geographical and functional offices and divisions. This includes such activities as:

- (1) determination of foreign intelligence requirements, in collaboration with other offices of the department and other governmental agencies. This determination will include requirements

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- to be met on an immediate and "as received" basis, on a periodic and summary basis, and on a general background or long term basis;
- (2) development of a standardized terminology and classification of types of intelligence, with due consideration of inter-agency aspects;
 - (3) preparation and maintenance of a manual of standing needs for foreign information for the guidance of the missions and other intelligence gathering agencies;
 - (4) coordination (in conjunction with the Office of Foreign Service) of instructions to the missions relating to intelligence reporting; and advising as to availability of desired information through other means;
 - (5) determination of the specific kinds of information which are to be distributed immediately in the form "as received", and designation of the individuals to receive such information.
 - (6) determination of the scope, coverage and form of periodic and background reports to be issued by the Office;
 - (7) conduct of studies of research activities in the Department and preparation of recommendations for coordination of these activities.

(b) Deputy

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(b) Deputy Director. The Deputy Director, under the immediate direction of the Director, shall have responsibility for providing for the collection, evaluation, analysis and dissemination of foreign intelligence in accordance with the plans developed by the Intelligence Planning Staff. All activities of the Office, with the exception of those delegated to the Intelligence Planning Staff, are under the supervision of the Deputy Director.

(c) Assistant Director, Research and Analysis: The Assistant Director, Research and Analysis, shall be responsible for coordinating the research and analysis activities of the Office into a program serving the requirements of the Department and other agencies of the government as determined by directives of the Intelligence Planning Staff. The Assistant Director, Research and Analysis, shall provide the Office with the technical competence necessary to direct its research and analysis activities. More specifically, the Assistant Director, Research and Analysis, shall:

- (1) direct the activities of the Divisions of Political Research, Economic Research, Geographic Research, Social and Cultural Research, Special and Technical Research, and the Division of Intelligence Records.

- (2) serve

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- (2) serve as adviser to the Intelligence Planning Staff;
- (3) provide for the grading of information in Foreign Service reports used solely by the Office, and for contributory grading of reports distributed for use by divisions and agencies outside the Office;
- (4) consult with the research and analysis units of other departments and agencies in order to secure the maximum utilization by the Department of their resources;
- (5) initiate instructions relating to the coordination of intelligence activities generally in the missions, in conjunction with the Office of Foreign Service and other interested offices and divisions and other agencies.

(d) Division of Political Research. The Division of Political Research, under the immediate direction of the Assistant Director, Research and Analysis, shall be responsible for conducting analysis and research of political information in order to serve the requirements of the Department in this field, and, when appropriate, those of other agencies of the Government, in accordance with directives of the Intelligence Planning Staff.

The exact subjects in this field which will be covered shall be determined by the Intelligence Planning Staff in conjunction with the geographical and functional offices.

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Examples of the types of subjects which might be covered are: political parties, personalities, governmental organization, agreements, treaties, alliances, governmental policies, governmental operations, political trends, political history, public opinions, international movements and institutions, and ideological tendencies.

The activities of the Division include:

- (1) accumulation, evaluation, collation, and analysis of information received;
- (2) preparation and dissemination of evaluated background reports, regular periodic reports, special reports, including summary tables, charts, maps, or other forms;
- (3) preparation and distribution of periodic indices of reports and other material available in the Division's subject field;
- (4) initiation of instructions to the missions relating to the development and reporting of intelligence which is within the jurisdiction of the Division.

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- (5) participation in the Editorial and Special Studies Committee described hereafter;
- (6) consultation with other research and analysis units of the Department and of other government agencies in order to secure the maximum utilization by the Division of other resources of research and analysis.

(e) Division of Economic Research. The Division of Economic Research, under the immediate direction of the Assistant Director, Research and Analysis, shall have responsibilities and activities comparable in its field to those described above for the Division of Political Research.

The exact subjects which will be covered will be determined by the Intelligence Planning Staff in conjunction with the geographical and functional offices. Examples of types of subjects which might be covered are: industrial and agricultural developments, resources, potentials, tax systems, national budget policies, raw materials, production, consumption, foreign holdings, exports, imports, and traffic.

(f) Division of Geographic Research. The Division of Geographic Research, under the immediate direction of the Assistant Director, Research and Analysis, shall have

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have responsibilities and activities comparable in its field to those described above for the Division of Political Research.

The exact subjects which will be covered will be determined by the Intelligence Planning Staff in conjunction with the geographical and functional offices. Examples of types of subjects which might be covered are: principal features of foreign areas, including terrain, topography, location and names of places or other physical features, climate, geology, frontiers, boundaries, approaches, industrial and other concentrations and locations, population statistics, and geopolitical history.

(g) Division of Social and Cultural Research.

The Division of Social and Cultural Research, under the immediate direction of the Assistant Director, Research and Analysis, shall have responsibilities and activities comparable in its field to those described above for the Division of Political Research.

The exact subjects which will be covered will be determined by the Intelligence Planning Staff in conjunction with the geographical and functional offices.

Examples

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Examples of types of subjects which might be covered are: social forces, national and ethnological characteristics, immigration and emigration, minority and foreign groups, law enforcement, living and health standards, government social security programs, national customs, newspapers and periodicals, and relations with foreign groups in the United States.

(h) Division of Special and Technical Research.

The Division of Special and Technical Research, under the immediate direction of the Assistant Director, Research and Analysis, shall have the responsibilities and activities comparable in its field to those described above for the Division of Political Research.

The exact subjects which will be covered will be determined by the Intelligence Planning Staff in conjunction with the geographical and functional offices. Examples of types of subjects which might be covered are: communications facilities, military and naval potentials, aviation, including reserves, capacity, types, routes, pertinent international agreements, and other special and technical matters.

(i) Division of Intelligence Records. The Division of Intelligence Records under the immediate direction of the Assistant Director, Research and Analysis, shall

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shall be responsible for maintaining the intelligence files, records and library for the division functioning under the Assistant Director, Research and Analysis. The division of responsibility between the Library of the Department and the Library of the Division shall be in accordance with the plans developed by the Intelligence Planning Staff. The division of responsibility between the files of the Division of Communications and Records and those of the Office of Foreign Intelligence shall be worked out in similar manner.

(j) The Editorial and Special Studies Committee.

The Editorial and Special Studies Committee shall consist of representatives from the appropriate geographical and functional divisions and from the research divisions of the Office. The Assistant Director, Research and Analysis, shall serve as chairman and the representatives will vary according to the subject matter under consideration. The Committee shall determine what special studies shall be made by the research group and shall review editorially and approve the content of all reports prior to their issuance in order to adjust difference of points of view on the subject under consideration.

(k) Division of Foreign Information. The Division of Foreign Information under the immediate direction of
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the Deputy Director, shall be responsible, in accordance with directives issued by the Intelligence Planning Staff, for the collection, distribution and presentation of intelligence. The Division shall consist of the following three Branches:

(1) Collection and Liaison Branch. The Collection and Liaison Branch shall be responsible for:

- (a) canvassing of all sources of information within and outside the Department of State and ascertaining the extent of the availability and accessibility of needed information;
- (b) preparation and maintenance of a catalog of information outside the Office, such catalog to be patterned after the standard terminology and classifications developed by the Intelligence Planning Staff;
- (c) preparation of plans, for the approval of the Intelligence Planning Staff, concerning the way in which information outside the Office can best be utilized or made available when needed;
- (d) maintenance of all liaisons of the Office which are necessary for the collection of information;
- (e) collection

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- (e) collection of needed information in verbatim or raw form from special and other sources;
 - (f) prescribing security requirements for the handling throughout the Department of material received from other agencies and conduct of inspections to insure their application.
- (2) Receiving and Distribution Branch. The Receiving and Distribution Branch shall be responsible for:
- (a) receiving directly from DCR for initial distribution all communications from the missions of an intelligence nature. As defined more specifically in the plans of the Intelligence Planning Staff DCR will make no further initial distribution of such material.
 - (b) receiving all information from other sources, directly from the source or through liaison officers of the Collection and Liaison Branch, in accordance with arrangements made by that Branch;
 - (c) immediate reproduction and distribution in the form "as received" of such spot information as is specified in the plans of the Intelligence Planning Staff. This distribution shall be through a courier service operating under the control of the Branch.
 - (d) distribution

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- (d) distribution of all other material to the appropriate research divisions of the Office;
- (e) issuance periodically for use in the Department and in the Foreign Service of digests or accession lists of information received.

(3) Cartography and Graphics Branch. The Cartography and Graphics Branch shall be responsible for:

- (a) advising Divisions of the Office as to the best available method of presentation of information in the fields of cartography, drafting, photography, reproduction, and the graphic arts in general; and development of a catalog of services in these fields which are available;

- (b) providing such cartographic, drafting and related services as may be determined essential to the operation of the Office and not readily available elsewhere.

(1) Division of Foreign Property Controls. The Division of Foreign Property Controls (placed temporarily in the Office of Foreign Intelligence), under the immediate direction of the Deputy Director, shall have so

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far as the Department of State is concerned responsibility for the initiation and coordination of policy and action in all matters pertaining to (a) the administration of the Proclaimed List of Certain Blocked Nationals and related lists; (b) the administration of Executive Order No. 8389, as amended, issued under Sec. 5 (b) of the Trading with the Enemy Act and relating to the regulation of transactions in foreign exchange and foreign-owned property (excepting with respect to Liberated Areas), and the application of the recommendations of the Inter-American Conference on Systems of Economic and Financial Control, excepting matters relating to the replacement or reorganization of Axis firms.

3. Departmental Order Amended. Departmental Order 1218 of January 15, 1944 is hereby amended.

(a) The Division of World Trade Intelligence, Office of Wartime Economic Affairs, is hereby abolished and its personnel, files and equipment are transferred to the Division of Foreign Property Controls, and other Divisions of the Office, as may be determined by the Office of Foreign Intelligence.

(b) The Division of Territorial Studies, Office of Special Political Affairs, is hereby abolished and

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its personnel, files and equipment are transferred to the Division of Intelligence Records, and other Divisions of the Office as may be determined.

(c) The Division of Geography and Cartography is hereby abolished and its personnel, files and equipment are transferred to the Division of Geographic Research and the Cartography and Graphics Branch and other subdivisions of the Office as may be determined.

(d) The name of the Division of Research and Publications is hereby changed to the Division of Publications.

(e) The name of the International Information Division is changed to

(f) The volumes and other material of the Department's Library relating to information and Intelligence shall be transferred to the Division of Intelligence Records as may be determined.

(g) The responsibility for the initial distribution of communications of an intelligence nature, and liaison with other departments and agencies with respect to intelligence reporting, shall be transferred from the Division of Communications and Records to the Office of Foreign Intelligence.

4. Routing

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4. Routing Symbols. The routing symbols for the Office of Foreign Intelligence shall be: Office of Foreign Intelligence, OFI; the Division of Political Research, POL; the Division of Economic Research, ECN; Division of Geographic Research, GE; Division of Social and Cultural Research, SCR; Division of Special and Technical Research, STR; the Division of Foreign Information, FOI; and the Division of Foreign Property Controls, FPC.

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3. correlated and analyzed
4. incorporated in reports for use by geographical and functional offices of Department.

Conduct of above activities solely by geographical and functional divisions fails to provide

- a. an opportunity to conduct analyses of large masses of information which could be made available
- b. place in which analysis can be conducted from over-all Departmental point of view
- c. central location to which policy makers may turn for accumulated data and knowledge on subjects which cut across fields of work of several divisions
- d. locus for coordination with other agencies
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1. Creation of Office of Foreign Intelligence

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1. planning a coordinated foreign intelligence and research program for Department, and
2. providing service for collection, evaluation, analysis, dissemination of such foreign intelligence as is essential to Department's operation.

2. Organization of the Office

- a. Intelligence Planning Staff
- b. Deputy Director
- c. Assistant Director, Research & Analysis
- d. Division of Political Research
- e. Division of Economic Research
- f. Division of Geographic Research
- g. Division of Social & Cultural Research
- h. Division of Special & Technical Research
- i. Division of Intelligence Records
- j. Editorial and Special Studies Committee
- k. Division of Foreign Information
- l. Division of Foreign property controls

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ABSTRACT

This Departmental Order explains the purpose for creating an Office of Foreign Intelligence and defines the duties and organization of each division within the office. (Notes in file indicate State Dept. authorship)

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